



**STATE OF DELAWARE  
EXECUTIVE DEPARTMENT  
OFFICE OF STATE PLANNING COORDINATION**

**TO:** PLUS Reviewers

**FROM:** David Edgell, Principal Planner

**RE:** Pre-PLUS Review for the 2004 Viola Comprehensive Plan

**DATE:** April 2, 2014

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Viola is about to begin the 10 year update of their 2004 comprehensive plan. The Town has submitted the plan for a Pre-PLUS review. The municipality requests that the enclosed plan be reviewed to provide suggestions for revisions and improvements. The review is also to notify the municipality of any code changes since the certification of this plan that should be included in the scheduled update.

**Preliminary Land Use Service (PLUS) Application  
Municipal Comprehensive Plans**

Delaware State Planning Coordination

540 S. DuPont Highway • Dover, DE 19901 • Phone: 302-739-3090 • Fax: 302-739-5561

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**Date of Most Recently Certified Comprehensive Plan:** March 2004

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## **Preliminary Land Use Service (PLUS) Application Municipal Comprehensive Plans**

Delaware State Planning Coordination

540 S. DuPont Highway • Dover, DE 19901 • Phone: 302-739-3090 • Fax: 302-739-5561

### **General Plan Approval Process**

- Step 1:** Draft prepared by local government.
- Step 2:** Planning Commission and/or Legislative Body approves to send to PLUS at the time the plan is released for public review.
- Step 3:** PLUS meeting, application submitted by 1<sup>st</sup> business day of the month for that month's meeting.
- Step 4:** State comments submitted to local government within 20 business days of meeting.
- Step 5:** Local government replies to state comments in writing and submits revised plan to Office of State Planning Coordination (O S P C) for review.
- Step 6:** OSPC requires 20 working days to reply to revised plan. State sends a letter accepting changes or noting discussion items.
- Step 7:** Once you receive the Office of State Planning Coordination letter stating that all certification items have been addressed, your Planning Commission and Council should adopt the plan pending State certification. We strongly recommend that your Council adopt the plan by ordinance. The ordinance should be written so that the plan will go into effect upon receipt of the certification letter from the Governor.
- Step 8:** Send our office a copy of the ordinance (or other documentation) that formally adopts your plan along with an electronic or paper copy of the final plan. We will forward these materials to the Governor for consideration. At the discretion of the Governor a certification letter will be issued to your town. The plan is effective on the date of adoption.
- Step 9:** Once you receive your certification letter, please forward two (2) bound paper copies and one electronic copy of your plan to our office for our records. It is suggested that you incorporate a copy of the State's PLUS letter and the Governor's certification letter into the final comprehensive plan document.

# Preliminary Land Use Service (PLUS) Application Municipal Comprehensive Plans

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## **Comprehensive Plan / Amendment Checklist<sup>1</sup>**

Please check yes or no as to whether the following information has or has not been included in the comprehensive plan and indicate page numbers where information may be found.

<b>Public Participation</b>	<b>Yes</b>	<b>No</b>	<b>Page # / Sections</b>
Public Participation Summary and Results	<input checked="" type="radio"/>	<input type="radio"/>	7 & 8

<b>Population Data and Analysis</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Past Population Trends	<input checked="" type="radio"/>	<input type="radio"/>	9 - 10
Population Projections	<input checked="" type="radio"/>	<input type="radio"/>	10
Demographics	<input checked="" type="radio"/>	<input type="radio"/>	9 - 13
Position on Population Growth	<input checked="" type="radio"/>	<input type="radio"/>	11

<b>Housing</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Housing Stock Inventory	<input checked="" type="radio"/>	<input type="radio"/>	13 - 14
Housing Pipeline	<input type="radio"/>	<input checked="" type="radio"/>	
Housing Needs Analysis	<input checked="" type="radio"/>	<input type="radio"/>	11
Position on Housing Growth	<input checked="" type="radio"/>	<input type="radio"/>	11
Affordable Housing Plan	<input checked="" type="radio"/>	<input type="radio"/>	25

<b>Annexation</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Analysis of Surrounding Land Uses	<input checked="" type="radio"/>	<input type="radio"/>	7, 17 - 18
Annexation Plan	<input checked="" type="radio"/>	<input type="radio"/>	17 - 18

<b>Redevelopment Potential</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Identification of Redevelopment Areas and Issues	<input checked="" type="radio"/>	<input type="radio"/>	25
Redevelopment Strategy	<input checked="" type="radio"/>	<input type="radio"/>	25
Community Development Strategy	<input checked="" type="radio"/>	<input type="radio"/>	21-22

<sup>1</sup> Please go to the following website for detailed checklist information:  
<http://www.state.de.us/planning/services/circuit.shtml>.

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<b>Community Character</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
History of the Town or City	<input checked="" type="radio"/>	<input type="radio"/>	5-6
Physical Conditions	<input checked="" type="radio"/>	<input type="radio"/>	6 & 23
Significant Natural Features	<input checked="" type="radio"/>	<input type="radio"/>	6 & 23
Community Character	<input checked="" type="radio"/>	<input type="radio"/>	22
Historic and Cultural Resources Plan	<input checked="" type="radio"/>	<input type="radio"/>	24
Community Design Plan	<input type="radio"/>	<input checked="" type="radio"/>	
Environmental Protection Plan	<input type="radio"/>	<input checked="" type="radio"/>	

<b>Land Use Plan</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Existing Land Use	<input checked="" type="radio"/>	<input type="radio"/>	6
Land Use Plan	<input checked="" type="radio"/>	<input type="radio"/>	17 - 18

<b>Critical Community Development and Infrastructure Issues</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Review of Community Conditions	<input type="radio"/>	<input checked="" type="radio"/>	
Inventory of Community Infrastructure	<input checked="" type="radio"/>	<input type="radio"/>	18 - 20
Inventory and Analysis of Community Services	<input checked="" type="radio"/>	<input type="radio"/>	19 - 20
Water and Wastewater Plan	<input checked="" type="radio"/>	<input type="radio"/>	18
Transportation Plan	<input checked="" type="radio"/>	<input type="radio"/>	18 - 19
Community Development Plan	<input checked="" type="radio"/>	<input type="radio"/>	23 - 24
Community Facilities Plan	<input checked="" type="radio"/>	<input type="radio"/>	19 - 20

<b>Intergovernmental Coordination</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Description of Intergovernmental Relationships	<input checked="" type="radio"/>	<input type="radio"/>	26
Intergovernmental Coordination Strategy	<input checked="" type="radio"/>	<input type="radio"/>	26
Analysis and Comparison of Other Relevant Planning Documents	<input checked="" type="radio"/>	<input type="radio"/>	25

<b>Economic Conditions</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Economic Base / Major Employers	<input checked="" type="radio"/>	<input type="radio"/>	15 - 17
Labor Market	<input checked="" type="radio"/>	<input type="radio"/>	16 - 17
Income and Poverty	<input checked="" type="radio"/>	<input type="radio"/>	15
Economic Development Plan	<input type="radio"/>	<input checked="" type="radio"/>	

<b>Open Space and Recreation</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Inventory of Open Space and Recreation Facilities	<input checked="" type="radio"/>	<input type="radio"/>	7
Open Space and Recreation Plan	<input checked="" type="radio"/>	<input type="radio"/>	22

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<b>Implementation Strategies</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Evaluation of Current Codes and Ordinances	<input checked="" type="radio"/>	<input type="radio"/>	24, Map 2
Zoning Map Revisions	<input checked="" type="radio"/>	<input type="radio"/>	24, Map2
Zoning and Subdivision Code Revisions	<input checked="" type="radio"/>	<input type="radio"/>	23
Implementation Plan	<input checked="" type="radio"/>	<input type="radio"/>	25
Coordination with Other Government Agencies	<input checked="" type="radio"/>	<input type="radio"/>	26

<b>Other State Programs, Policies, and Issues</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Total Maximum Daily Loads	<input checked="" type="radio"/>	<input type="radio"/>	24 - 25
Corridor Capacity Preservation Program	<input type="radio"/>	<input checked="" type="radio"/>	
Agricultural Preservation Program	<input type="radio"/>	<input checked="" type="radio"/>	
Sourcewater Protection	<input checked="" type="radio"/>	<input type="radio"/>	18, 21 - 22

**Additional Comments:**

Thank you.

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**Summary:**

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# The Town of Viola Comprehensive Plan



March 2004

## The Town of Viola Comprehensive Plan

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## **Municipal, State & County Officials**

### **Town of Viola**

#### *Board of Commissioners*

Robert Thompson, President  
Ralph Gregson, Commissioner  
Karl K. Kiessling, Treasurer  
Gina Miserendino, Secretary  
Kathy Weaver, Commissioner

#### *Planning Commission*

Sherman Mayle, Chair  
Ernst M. Arndt  
Ralph Gregson, Ex Officio  
George Mayer  
Gina Miserendino, Ex Officio  
Elinor Stansbury, Secretary  
Earl Walters

Noel Primos, Town Attorney

### **Kent County Levy Court**

David R. Burris, President  
Ronald D. Smith, Vice President  
P. Brooks Banta, Commissioner  
Donald A. Blakey, Commissioner  
Michael P. Cebrick, Commissioner  
Richard E. Ennis, Commissioner  
Harold J. Peterman, Commissioner

### **State Officials**

Ruth Ann Minner, Governor  
John C. Carney, Jr., Lt. Governor  
Gerald W. Hocker, 38th Representative District  
George H. Bunting, Jr., 20th Senatorial District  
Constance C. Holland, Director, Office of State Planning Coordination

## **Acknowledgements**

Troy Mix, a graduate research assistant with the University of Delaware's Institute for Public Administration and Office of State Planning Coordination, was the project manager and principal drafter of the Viola Comprehensive Plan. David Edgell, principal planner with the Office of State Planning Coordination, acted in a substantial advisory role throughout the drafting of the plan. Dorothy Morris of the Office of State Planning Coordination provided invaluable logistical support in the production of documents and preparation for meetings throughout the planning process. Sarah Keifer, Assistant Director of Kent County's Department of Planning Services, drafted portions of the plan related to development conditions in the area surrounding Viola and coordinated to produce the plan's map series. Margie Duranko of Kent County's Division of Planning created many of the maps for the Viola Plan. Finally, Ron McFarland generously hosted the text of the draft plan on his website, [www.violade.com](http://www.violade.com), and provided the photos used in producing the plan's cover page.

## **Chapter 1 Background**

### **1-1 Authority to Plan and Legislative Requirements**

#### *Objective*

The Viola Comprehensive Plan has been developed to guide the future growth of the Town of Viola. It strives to be consistent with the recommendations of the Strategies for State Policies and Spending and Livable Delaware initiatives.

#### *The Authority to Plan*

Under Delaware enabling legislation, the preparation of a comprehensive development plan is the legal responsibility of the Town of Viola. Title 22 of the Delaware Code Chapter 7 Section 702 specifies that "[a] planning commission established in any incorporated city or town under this chapter shall make a comprehensive development plan for the development of the entire area of such city or town or of such part or parts thereof as said commission may deem advisable."

Section 702 also defines a comprehensive development plan as the following: "Comprehensive plan means a document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues."

Section 703 provides additional legal authority for the planning commission as stated: "The planning commission shall have the full power and authority to make such investigations, maps and reports of the resources, possibilities and needs of the city or town as it deems desirable..."

### **1-2 History, and a Brief Overview of the Community**

Viola is located approximately one-half mile west of U.S. Route 13, six miles south of the City of Dover, and was originally settled in 1730 on a 400-acre tract known as the "Golden Thicket" (See *Map 1. 2002 Orthophoto and Town Boundary*). This settlement was located one mile west of the Village of Canterbury, at that time a vibrant small town situated on King's Highway. The settlement became known as Canterbury Station in 1856 when the railroad was built through the center of town. Canterbury Station received a post office in 1878. In 1880, Charles Coolbaugh, the town's first postmaster, renamed the town "Viola" in honor of his daughter. In 1885, the Viola United Methodist Church, originally located two miles west of Viola, was taken down and reconstructed on its present location in town.

Viola became even more formalized as a town in the early 20<sup>th</sup> century. The Viola School House opened in 1910. Prior to that point, children in the community had attended school in the Village of Canterbury. Children attended the Viola School House until it closed in 1943. Already having a post office, church, and school of its own, Viola became an incorporated town in 1913. The Town first organized with a town council on June 1, 1916.

Commercial activity in Viola grew thanks in part to the town's location on the railroad and amidst vital farmland. Industries located in Viola in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries included a lumberyard, a husk factory that made mattresses with cornhusks, a sawmill, and a depot and freight platform built at the train station. Peaches have been cited as a main source of income, with nearly all the farms in the Viola area having orchards around the beginning of the 20<sup>th</sup> century. Later, tomato factories grew in regional importance and this growth was accompanied by the opening of a tomato cannery in Viola in the early 20<sup>th</sup> century. As the importance of the railroad and Viola's industrial base declined, the raising of crops such as peas, lima beans, corn, wheat, and soy beans in the Viola area remained viable.

As with many small towns, patterns of transportation use have affected the historical development of the Town of Viola. Industries located in Viola as the popularity of the railroad increased and these same industries disappeared as the railroad's importance was superseded by other modes of transport. Today, Viola is a small-town with a largely residential and agricultural character.

### **1-3 Existing Land Use in Town and Area**

In support of the comprehensive planning process, the Viola Planning Commission conducted a land use survey in the spring of 2003. The results of this survey are summarized below in Table 1 and are depicted on *Map 2. Current Land Use*. The results of the land use survey ring true with Viola's residential and agricultural character.

Residential uses are the most prevalent land uses in Viola. Over 75% of the town's parcels are used residentially. Residential uses compose approximately 46% of the town's 112-acre total land area. The median parcel size for the town's residential uses is approximately 0.4 acres. This parcel size translates to a residential building density of approximately 2.5 dwelling-units per acre.

Agricultural uses comprise the next largest portion of Viola's total land area. Nearly 40 acres of land, or slightly over 30% of the town's total land area, are used for agricultural purposes.

The remainder of the land uses in Viola fit into the categories of governmental, semi-public, and vacant uses. The sole governmental use in town, about one-fifth of an acre in land area, is the U.S. Post Office on Main Street. Three semi-public uses, including the church and a portion of the Ruritan property, take up slightly over one acre in land area. The land use survey reported that there are nine vacant parcels within Viola's town limits. Three large, vacant parcels lie in the southwest portion of Viola. Four more vacant parcels lie along the town's northeastern border. The town-owned property along Howard Street, formerly the Viola Schoolhouse, is also vacant. At the time of the land use survey, vacant uses comprised slightly more than eight acres of the town's land area.

**Table 1. Existing Land Use in the Town of Viola.**

Land Use	# Of Parcels	Median Parcel Size (acres)	Acres in Land Use	% Of Total Land Area in Town
Agricultural	7	3.7	37.5	33.5
Governmental	1	0.2	0.2	0.2
Residential	71	0.4	51.3	45.9
Semi-public	3	0.4	1.2	1.1
Vacant	9	0.7	8.3	7.4
Right-of-way	N/A	N/A	13.3	11.9
Total	92	0.4	111.8	100.0

Source: Town of Viola Land Use Survey, 2003.

The land surrounding the town is primarily residential and agricultural in character. In general, the Kent County Comprehensive Plan calls for low-density development in the area surrounding Viola, although there is some commercially designated land east of the town along U.S. Route 13. Viola is within Kent County's Growth Zone, which permits a density of three dwelling units per acre for land development within the County's jurisdiction. Additionally, the 1999 State Strategies for Policies and Spending identifies the corporate limits of Viola as a Community area and the immediate area surrounding Viola as a Secondary Developing area. (See *Map 3. State Strategies and Sewer District*)

Viola has and will continue to experience pressure from surrounding residential development. It is bounded on the southeast by residential development that has occurred in the County. There is existing residential strip development as well as Mount Vernon Estates, a 76 lot recorded subdivision. There are two existing major subdivisions to the south of Viola that are completely developed. They are Summerfield and River Dale Estates. Residential strip development has also occurred to the west and northeast of the town limits. The majority of the surrounding residential parcels in the County have been developed. The balance of the land surrounding the town appears to be vacant or used for agricultural purposes.

With the introduction of County sanitary sewer service and public water to Viola and its environs, it can be expected that over time the land within Viola's corporate limits and that under the County's jurisdiction may become indistinguishable. For example, a major subdivision plan has been submitted to the County for the area proposing 216 single-family residential lots. This subdivision is partially within the southeast portion of the incorporated area of Viola. Kent County's Sanitary Sewer District 1 has been extended to serve the property including the southwestern portion of the town. It can be reasonably anticipated that more residential development will be proposed for the agricultural land surrounding the town as public sewer and water become more accessible.

#### **1-4 Community Vision and Goals**

The Town hosted a community breakfast at the VCF Ruritan building on September 6, 2003. The purpose of this breakfast was to elicit input into the planning process from as many community members as possible. With this in mind, the "price of admission" to the breakfast was a completed community questionnaire dealing with issues related to future growth and development in the Viola area. The questionnaire had been distributed to town residents in

advance of the breakfast. Those who had not had a chance to complete the survey were given an opportunity to do so at the breakfast.

Forty people attended the community breakfast. In addition, representatives from the Office of State Planning Coordination and Kent County's Planning Office were present. The general sentiment expressed by residents who spoke at the breakfast was that many residents had moved to Viola in order to live in small-town, rural America and they wanted the character of Viola to remain largely unchanged. The importance of the comprehensive plan and regulations such as zoning and subdivision ordinances in order to preserve the town's character was also stressed.

A total of 58 questionnaires regarding planning issues in the Viola area were completed and returned. Almost all of the responses came from homeowners who live in the Town of Viola. Approximately 60% of the questionnaires were completed by residents between the ages of 46 and 65. Just over 20% of responses came from residents between the ages of 25 and 45.

The vast majority of questionnaire respondents were in favor of maintaining Viola's small town atmosphere and generally in favor of Viola and the surrounding area remaining largely the same as it is today. Questionnaire responses tended to bear out this general sentiment.

Agricultural and parkland uses were the most popular potential future land uses for currently vacant land within town. Residential uses were identified as at least acceptable by a slight majority of respondents. Institutional, commercial, office, and, especially, industrial uses were reported as unpopular options for currently vacant land in town.

There was overwhelming support for the idea that development in the Viola's surrounding area should be balanced with the protection of farmland and open space. Approximately two-thirds of respondents disagreed or strongly disagreed with the idea that development should be encouraged primarily within Viola's boundaries. Opinions on annexation were mixed. 34.5% of respondents agreed or strongly agreed that the Town should seek to annex areas adjacent to the current boundaries, while 43.1% of respondents disagreed or strongly disagreed with this idea.

Questionnaire respondents expressed a generally high level of satisfaction with the provision of community services in Viola. While a majority of those responding reported they were either satisfied or very satisfied with police service in town, the need for more speed limit enforcement was mentioned by several respondents. Just over a quarter of all respondents indicated that they were not satisfied or were very unsatisfied with stormwater management in Viola. Only about 25% of respondents identified central drinking water and sewer service as important or extremely important potential new facilities for the Town. However, sewer and water were mentioned as important issues when respondents were given the opportunity to identify their own concerns. Additionally, respondents identified the need for improved streetlights and the prevalence of four-wheelers driving through town as issues of concern.

Taken as a whole, responses to Viola's public questionnaire indicated a general desire to leave things as they are, while there was some disagreement as to exactly how that goal should be accomplished. Additionally, there were differences of opinions expressed regarding whether central water and sewer services should be provided to Viola residents in the future.

In order to guide the comprehensive planning process, Viola's Planning Commission adopted the following goals and objectives on October 6, 2003:

**Goal:** To preserve Viola's rural, small-town atmosphere.

**Objective:** To adopt land use ordinances allowing for uses and practices consistent with Viola's small-town values and rural setting.

**Goal:** To provide for and protect existing open space and agricultural uses in the Viola area.

**Objective:** To promote the use of agricultural and open space land preservation techniques in the Viola area.

**Goal:** To ensure a sufficiently high quality of life for current and future residents of Viola.

**Objective:** To enable the adequate provision of services such as drinking water, wastewater disposal, police services, and stormwater management.

**Goal:** To promote development patterns in Viola's immediate area that complement Viola's small-town character.

**Objective:** To coordinate with Kent County and the State of Delaware on issues related to development in the Viola area.

**Goal:** To enhance the recreational options of current and future residents of the Town of Viola.

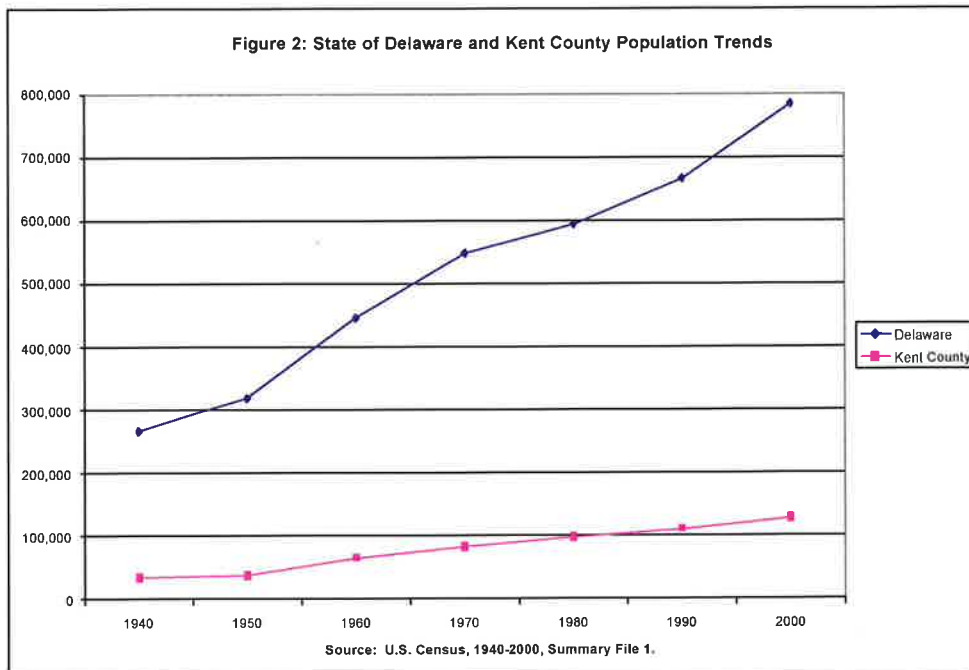
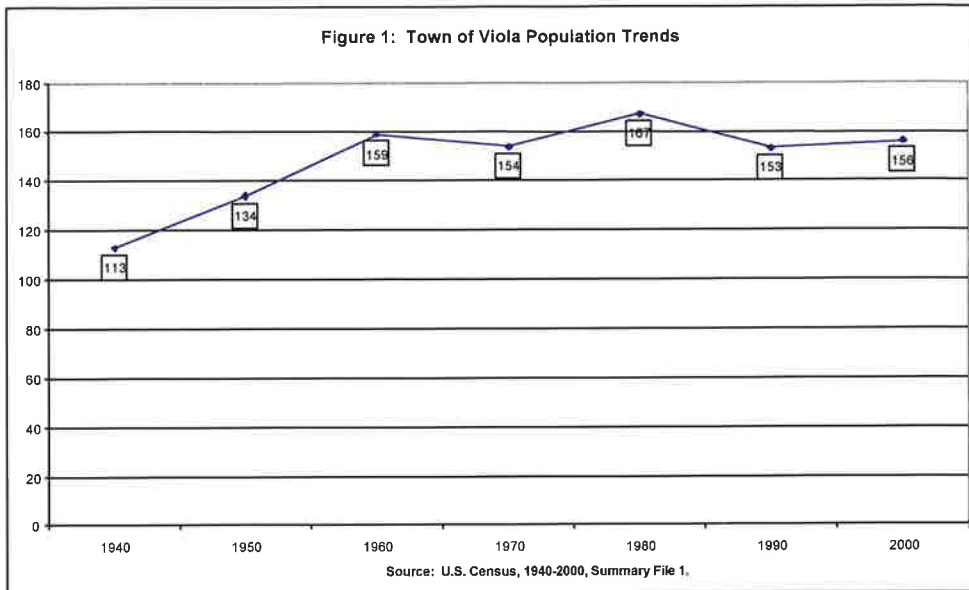
**Objective:** To enable the provision of safe and accessible recreational opportunities for Viola residents.

## **1-5 Demographics, Future Population and Housing Growth**

The following section offers a brief profile of the demographic conditions in the Town of Viola. Comparisons to conditions in Kent County and the State of Delaware are provided, where applicable. The data presented in this section was drawn largely from U.S. Census Bureau material. In order to account for sampling error and miscounting, particularly considering Viola's relatively small population, figures from the U.S. Census should not be taken to reflect absolute conditions but should serve to offer the best available representation of the conditions in town.

### *Total Population*

The State of Delaware and Kent County have experienced significant and steady population growth over the last sixty years. During this same time period, the Town of Viola has experienced more modest and varied population change. The populations of the State of Delaware and Kent County have more than doubled over the past sixty years. The State experienced its most significant population growth during the 1950s, 1960s, and 1990s. Kent County's most significant population growth occurred between the 1950s and 1970s and during the 1990s. Viola's population has grown by approximately 38% from its 1940 population of 113 to the town's Census 2000 population of 156. Viola's population peaked at 167 in 1980, declined during the 1980s, and has since grown slightly to reach its most recent census population. Figures 1 and 2 display the population trends experienced by the State of Delaware, Kent County, and the Town of Viola between 1940 and 2000.



### *Future Housing and Population Projections*

Population projections for areas as small as the Town of Viola are extremely difficult to calculate with a significant degree of accuracy. However, the Delaware Population Consortium has prepared population projections for Kent County. If the assumption is made that Viola will grow at a rate similar to Kent County as a whole, then these population projections can be applied to get a rough idea of likely population and housing growth in town. The following projections have been prepared using growth figures from the Delaware Population Consortium's estimates



for population growth in Kent County. The results of these projections appear in Table 2 and are summarized below.

**Table 2. Future Population and Housing Projections.**

<b>Population Projections</b>							
	2000	2005	2010	2015	2020	2025	2030
Kent County	127,134	133,558	140,036	146,690	153,292	159,785	166,366
Viola	156	164	172	180	188	196	204
<b>Housing Projections</b>							
Average Household size = 2.52							
	2000	2005	2010	2015	2020	2025	2030
Viola	62	65	68	72	75	78	81

Sources: Delaware Population Consortium *Annual Population Projections*, 2002. US Census 2000, Summary File 1.

These projections show Viola's population increasing to 180 by the year 2015 and to 204 by the year 2030. Using Viola's average household size of 2.52, as reported by the US Census 2000, this population growth would create the need for approximately 10 new houses by 2015 and 19 new houses by 2030.

Another way to project population is to calculate how many persons a full build-out of Viola's existing land would contribute to the town's population. Table 3 illustrates how many houses and persons would be added to the town based on a build-out of the town's land at a variety of densities. As shown, a build-out of the town's vacant land at the density of 2.5 dwelling-units per acre would add approximately 52 persons to the town, while a build-out of the town's vacant and agricultural lands at 2.5 dwelling-units per acre would more than double the town's current population. Build-out scenarios at higher densities would have an increased impact on the housing and population situation in Viola.

**Table 3. Town of Viola Build-out Scenarios.**

	Vacant Land: 8.3 acres		Vacant and Agricultural Land: 45.8 acres	
	Additional houses	Additional population	Additional houses	Additional Population
2.5 dwelling-units/acre (approximate existing density)	21	52	115	289
3 dwelling-units/acre	25	63	137	346
4 dwelling-units/acre	33	84	183	462
5 dwelling-units/acre	42	105	229	577

Sources: Town of Viola Land Use Survey, 2003 for approximate existing density and vacant and agricultural land areas. U.S. Census 2000 for household size of 2.52 to project additional population.

### *Racial and Ethnic Composition*

The U.S. Census 2000 reported similar racial compositions for both the State of Delaware and Kent County. The State was comprised of approximately 74.6% whites, 19.2% blacks, and 6.1% of other races while Kent County was comprised of 73.5% whites, 20.7% blacks, and 5.8% of other races. The Town of Viola is less racially diverse than both the State of Delaware and Kent County. According to the U.S. Census 2000, Viola's population was comprised of approximately 93.6% whites, 4.5% blacks, and 1.9% of other races. These figures represented a slight decrease in racial diversity from 1990, when blacks made up approximately 6.5% of

Viola's population. Table 4 displays the racial compositions of the State of Delaware, Kent County, and the Town of Viola, as reported by the U.S. Census Bureau in 1990 and 2000.

**Table 4. Racial Composition, 1990-2000.**

Race	State of Delaware		Kent County		Town of Viola	
	1990	2000	1990	2000	1990	2000
White	80.3%	74.6%	78.7%	73.5%	92.8%	93.6%
Black	16.9%	19.2%	18.6%	20.7%	6.5%	4.5%
Other	2.8%	6.1%	2.8%	5.8%	0.7%	1.9%

Source: U.S. Census, 1990 and 2000, Summary File 1.

While the number of persons of Hispanic origin has grown significantly in the State of Delaware and Kent County, this has not been the case in Viola. Between 1990 and 2000, the number of persons of Hispanic origin increased from 15,820 to 37,277 in the State of Delaware and from 2,540 to 4,069 in Kent County. The number of persons of Hispanic origin in Viola increased from one person in 1990 to three persons in 2000.

### *Age Profile*

According to the U.S. Census 2000, Viola's residents are, on average, slightly older than the residents of both the State of Delaware and Kent County. Residents age 14 or younger made up 15.4% of Viola's population while comprising 22.8% of Kent County's population and 20.8% of the State of Delaware's population. Persons between the ages of 35 and 64 comprised approximately 49.4% of Viola's population while making up only 37.4% of the population at the county level and 38.7% of the population at the state level. Residents aged 75 years or older comprised 6.4% of Viola's population while comprising only 5.0% of Kent County's population and 5.8% of the State of Delaware's population. The U.S. Census 2000 reported the median age of Viola's residents to be 41.3 while the median age of Kent County's residents was 34.4 and the median age of the State of Delaware's residents was 36. Table 5 provides a detailed breakout of resident age in the State of Delaware, Kent County, and the Town of Viola.

**Table 5. Resident Age.**

Age	State of Delaware		Kent County		Town of Viola	
	Number	Percent	Number	Percent	Number	Percent
<5	51,531	6.6	9,138	7.2	4	2.6
5-9	55,813	7.1	9,703	7.7	6	3.8
10-14	55,274	7.1	10,063	7.9	14	9.0
15-19	55,632	7.1	9,843	7.8	14	9.0
20-24	51,665	6.6	8,610	6.8	8	5.1
25-34	108,840	13.9	17,160	13.5	15	9.6
35-44	127,601	16.3	20,560	16.2	26	16.7
45-54	103,999	13.3	15,805	12.5	28	17.9
55-59	39,320	5.0	5,966	4.7	14	9.0
60-64	32,199	4.1	5,048	4.0	9	5.8
65-74	56,415	7.2	8,420	6.6	8	5.1
75-84	34,762	4.4	4,844	3.8	9	5.8
85+	10,549	1.3	1,537	1.2	1	0.6

Source: U.S. Census 2000, Summary File 1.

### *Educational Attainment*

The U.S. Census 2000 reported that residents of the Town of Viola have achieved levels of education highly comparable to those of residents of the State of Delaware and Kent County. Compared to residents of the State of Delaware and Kent County, a slightly higher percentage of Viola's residents over the age of 25 were reported to have graduated high school. The percentage of Viola's residents over the age of 25 who had attained a Bachelor's degree or more was slightly higher than the percentage of Kent County's residents with at least a Bachelor's degree and slightly lower than the percentage of the State of Delaware's residents with at least a Bachelor's degree. Table 6 lists educational attainment figures for the State of Delaware, Kent County, and the Town of Viola.

**Table 6. Educational Attainment of population over the age of 25.**

<b>Jurisdiction</b>	<b>High School diploma or higher</b>	<b>Bachelor's degree or higher</b>
State of Delaware	82.6%	25.0%
Kent County	79.4%	18.6%
Town of Viola	83.5%	21.2%

Source: U.S. Census 2000, Summary File 3.

### *Housing*

Between 1990 and 2000 the number of housing units in both the State of Delaware and Kent County increased substantially. During this period, the State experienced an 18.3% increase in housing units while Kent County experienced a 19.9% increase in the number of housing units. While the State and Kent County were experiencing significant housing growth, the number of housing units in the Town of Viola increased from 58 in 1990 to 62 in 2000.

The U.S. Census 2000 reported that Viola's entire stock of houses was composed of single-family, detached housing. This type of housing represents 58.4% of the housing stock at the county level and 55.9% of the housing stock at the state level. Table 7 lists the composition of the housing stock in Viola, Kent County, and the State of Delaware.

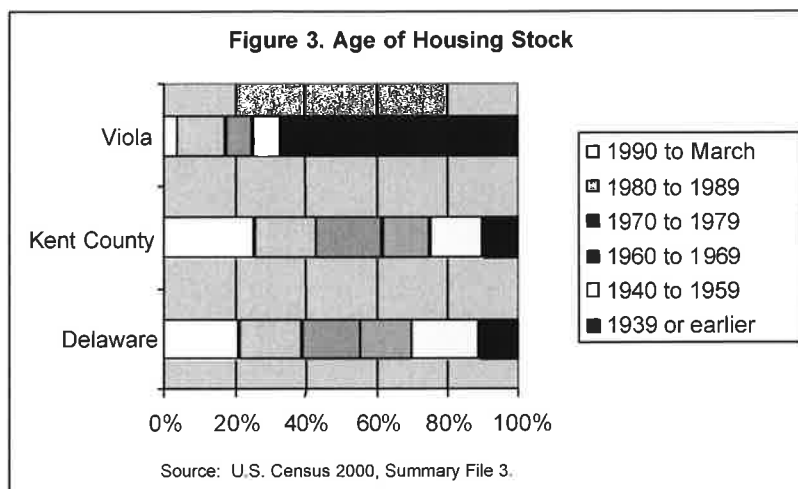
**Table 7. Housing Stock Composition.**

<b>Housing Type</b>	<b>Viola</b>	<b>Kent County</b>	<b>State of Delaware</b>
Single - family, detached	100%	58.4%	55.9%
Single - family, attached	0%	8.4%	14.1%
Multi-family	0%	14.5%	18.7%
Mobile home or other	0%	18.7%	11.3%

Source: U.S. Census 2000, Summary File 3.

### *Age of Housing Stock*

The U.S. Census 2000 reported that slightly more than two-thirds of the entire housing stock in Viola was constructed prior to 1940. Only about 10% of the houses in the State of Delaware and Kent County were built before 1940. Approximately 20% of the houses in Viola were constructed during the 1970s and 1980s. Slightly more than 20% of all houses in Delaware and roughly one quarter of all houses in Kent County were constructed between 1990 and March 2000. Two houses were reportedly built in Viola during this period of rapid housing growth in Kent County and the State of Delaware. Figure 3 provides a representation of housing stock age for the Town of Viola, Kent County, and the State of Delaware.



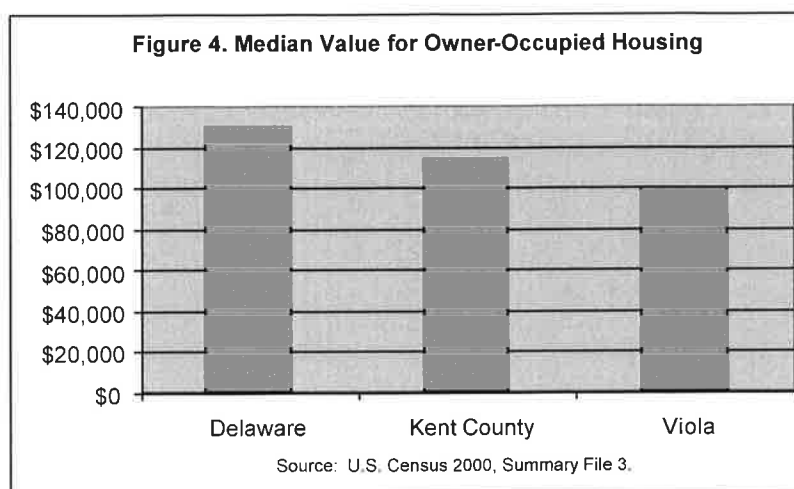
### *Housing Occupancy and Tenure*

The U.S. Census 2000 reported that all 62 of housing units in Viola were occupied. This was a slight increase from the 1990 occupancy rate of 96.6%. The Town of Viola's occupancy rate is higher than both the 87.1% occupancy rate found statewide and Kent County's 93.5% occupancy rate.

Renters occupy a smaller percentage of Viola's housing units than they do in Kent County or the state as a whole. The U.S. Census 2000 reported that renters occupied 11.3% of the housing units in town. Renters occupied 27.7% of occupied housing units in the State of Delaware and 30% of occupied housing units in Kent County. The low percentage of renters in town, and the fact that the Census reported median year that householders moved into owner-occupied housing units in town was 1985, suggests that the Town of Viola has a relatively stable population.

### *Housing Value*

As reported by the U.S. Census 2000, the median value of owner-occupied housing in the Town of Viola was \$100,000. This is less than the median housing values reported for both the State of Delaware (\$130,400) and Kent County (\$114,100). Approximately 45% of the owner-occupied housing in the Town of Viola had a value between \$50,000 and \$99,999 while 35.7% of the owner-occupied housing in town had a value between \$100,000 and \$149,999.



### *Economic Profile*

The median household income in the Town of Viola, as reported by the U.S. Census 2000, was \$47,813. This was more than the median household incomes reported for both the State of Delaware (\$47,381) and Kent County (\$40,950). Table 8 includes income information for the Town of Viola, Kent County, and the State of Delaware. Compared to Kent County and State of Delaware residents' income, Viola residents' income is composed slightly less of wage or salary income and slightly more of Social Security and retirement income. Only 3.4% of individuals in the Town of Viola were reported to have an income below the poverty level. This was significantly less than the percent of individuals having an income below the poverty level in the State of Delaware (9.2%) and Kent County (10.7%). However, 16.7% of seniors in the Town of Viola were reported to be living below the poverty level as compared to 7.9% of seniors in the State of Delaware and 8.8% of seniors in Kent County living below the poverty level.

**Table 8. Income Data.**

	Town of Viola	Kent County	State of Delaware
Median Household Income	\$47,813	\$40,950	\$47,381
% Of households with wage or salary income	75.0	79.6	79.4
Wage or salary income as % of aggregate income	71.6	75.2	75.7
% Of households with Social Security income	26.9	25.7	26.9
Social Security income as % of aggregate income	6.1	5.7	5.4
% Of households with Public Assistance income	0.0	3.3	2.7
Public Assistance income as % of aggregate income	0.0	0.2	0.1
% Of households with Retirement income	28.8	21.9	21.0
Retirement income as % of aggregate income	7.3	7.1	6.2
% Of individuals below poverty level	3.4	10.7	9.2
% Of seniors below poverty level	16.7	8.8	7.9

Source: U.S. Census 2000, Summary File 3.

### Labor Force

Table 9 includes information on the labor forces in the Town of Viola, Kent County, and the State of Delaware. The U.S. Census 2000 reported that the Town of Viola had a slightly higher labor force participation rate than found at either the county or state level, and that none of the residents of the Town of Viola aged 16 years or over were unemployed. Also reported is that a higher percentage of Viola's residents were in the Armed Forces.

**Table 9. Labor Force Characteristics of Population 16 years or over.**

	Town of Viola		Kent County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
Population 16 Years and Over	97	100.0	95,895	100.0	610,289	100.0
In Labor Force	73	75.3	64,387	67.1	401,152	65.7
Not in Labor Force	24	24.7	31,508	32.9	209,137	34.3
In Armed Forces	6	6.2	3,079	3.2	3,792	0.6
Unemployed	0	0.0	3,413	3.6	20,549	3.4

Source: U.S. Census 2000, Summary File 3.

According to the U.S. Census 2000, driving alone to work was the predominant method of getting to and from work for Viola residents. Approximately 85% of Viola's residents in the labor force drove alone to work, while approximately 80% of state and county residents drove alone to work. At the same time, the mean travel time to work of 20.9 minutes for Viola residents in the labor force was slightly less than the mean travel times of 24 and 22.7 minutes reported for the State of Delaware and Kent County, respectively.

Figure 5 displays the occupations of Viola residents in the labor force, as reported by the U.S. Census 2000. The largest number of Viola's residents was employed in management and professional occupations. Sales and office occupations comprised the second most prevalent occupation among Viola's residents.

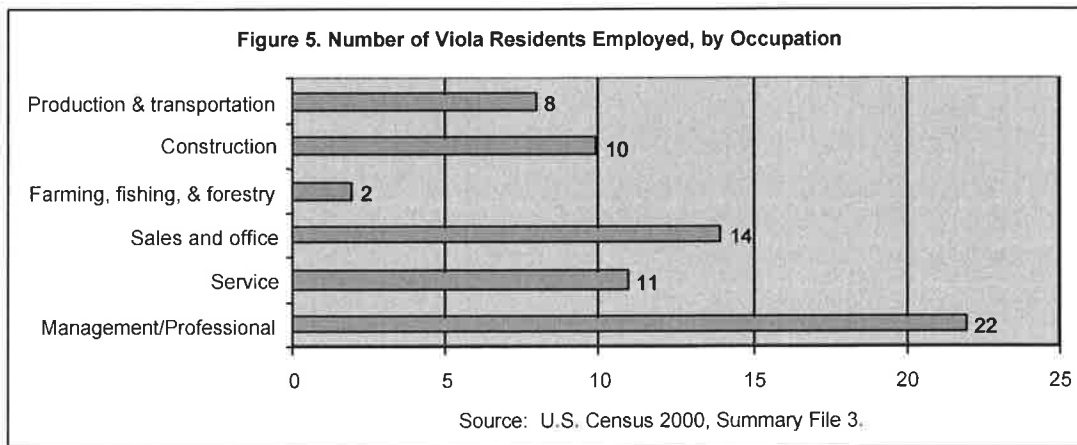
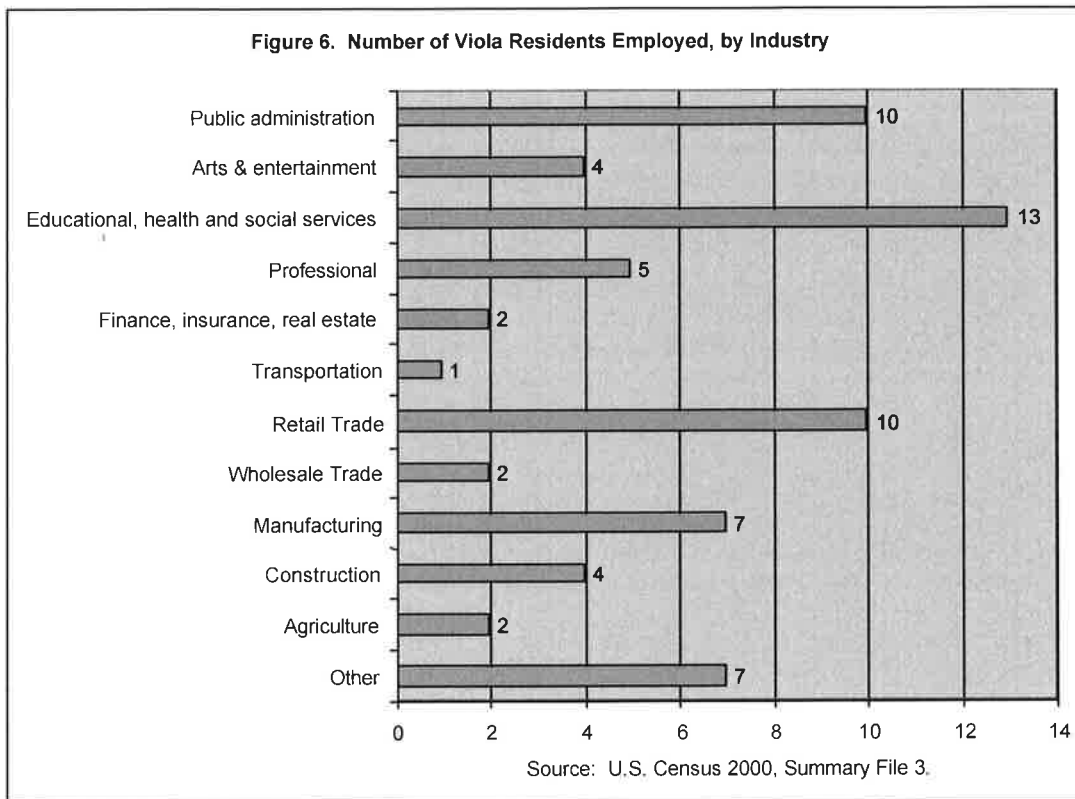


Figure 6 displays the number of Viola residents employed in various industries. The educational, health, and social services industry employed the most Viola residents. The public administration and retail trade industries served as the next largest employers of Viola residents.



## Chapter 2 Municipal Development Strategy

### 2-1 Future Land Use, Annexation, and Area of Concern

The general sentiment expressed by Viola's residents is that they would like their town to remain largely unchanged. With this sentiment in mind, Viola's Planning Commission has adopted a future land use scenario that respects the largely residential and agricultural character of their community. As shown on *Map 4. Future Land Use and Annexation Areas*, future land uses in town are characterized as Residential, Agricultural Residential, or Institutional. Those parcels identified as Residential include all parcels in town currently used in a residential manner and all but one of the currently vacant parcels in town. This future land use category should be translated into residential zoning categories respecting the current lot sizes in these areas. All of the parcels in Viola currently used for agricultural purposes have had their future land use designated as Agricultural Residential. This category should be translated into a zoning category permitting appropriate agricultural uses and residential lots of sufficient size to maintain the agricultural character of these areas. The Institutional future land use category includes those parcels whose existing use is identified as governmental or semipublic and the currently vacant town-owned parcel on Howard Street. These parcels should be zoned to allow for appropriate community uses.

Viola's residents have expressed no significant growth ambitions throughout this comprehensive planning process. Since Viola offers very few municipal services and residents do not wish the town to grow significantly, a small number of parcels have been identified as areas to be considered for annexation only after Viola adopts a zoning ordinance (See *Map 4. Future Land Use and Annexation Areas*). These areas are parcels that fall partially underneath both county and town jurisdiction. The purpose of identifying these parcels as potential annexation areas is to facilitate consistency and clarity in the determination of jurisdictional boundaries and responsibilities.

Parcels constituting an area of concern have also been identified (See *Map 6. Area of Concern*). While Kent County currently notifies the town of development proposals in the Viola area, the purpose of this area of concern is to highlight areas of particular concern to Viola. It is recommended that the Town coordinate with Kent County to continue the current notification process, and work actively to make their opinions and feelings on development proposals in their identified area of concern known to the County.

## **2-2 Community Infrastructure**

### **2-2.1 Water Supply**

There is currently no public water system in Viola. Water is provided for by individual private wells. Tidewater Utilities holds the CPCN to provide central water service to Viola and already operates a well within town limits. The Town would need to either coordinate with Tidewater or explore the feasibility of operating its own system if it wished to have central water service in the future.

### **2-2.2 Wastewater**

There is also no public sewer system in Viola. Wastewater is handled by individual, on-site septic systems. Kent County provides sewer service in areas nearby Viola and would be the town's sewer provider if Viola decided to pursue this service. Septic system quality varies throughout town. Some systems are in good repair or have been recently replaced with new systems. Other property-owners may in the near future face the possibility of costly repairs and/or replacement of their septic systems due to failing or near-failing conditions. Of those property-owners who need to abandon a failing septic system, some may have difficulty obtaining a permit for a new septic system due to relatively small lot-sizes. At least in part, this variation in septic system quality creates a variation in opinion among Viola's residents regarding the prospect of the provision of sewer to the town. Generally speaking, those residents who have recently repaired or replaced their septic systems appear to be less in favor of Kent County providing sewer service to Viola than those residents facing septic system repairs or replacement in the near-term.

### **2-2.3 Transportation**

The Town is responsible for the maintenance of 0.67 miles of local roads. These include Temple, Gulden, Church, and the east end of Howard Street. This maintenance is primarily accomplished through the use of Municipal Street Aid Funds. The Town is also responsible for snow removal on these roads. Viola contracts out for snow removal service on an as needed basis.



The remaining roads in town are DelDOT maintained. These include Main Street and Evens Road. While there is typically not a large volume of traffic on these roads, there have been concerns raised about speeding through town on Main Street. Approaches that could be taken to address speeding on Main Street include the following:

- **Enforcement:** Viola's Planning Commission could work with the Board of Commissioners to assess the feasibility of contracting for speed enforcement along Main Street.
- **Signage:** The Town could work with DelDOT to increase the visibility of speed limit signage along Main Street.
- **Intersection Control:** The Town could work with DelDOT to investigate the possibility of locating a stop sign or stoplight at the intersection of Howard and Main Streets. However, the potential for either of these installations could be limited due to the relatively low traffic volume on these roads.
- **Road Character:** One reason for speeding along Main Street may be that drivers are unaware of the fact that they are entering a residential community. Viola could work to address this issue in a few ways. The Town could invest in highly visible gateway signage that would alert drivers that they are entering Viola. The Town could also work with DelDOT to investigate the possibility of instituting traffic calming measures, such as bumpouts, that would cause traffic to slow down in order to navigate through town.

The Delmarva Secondary Line of the Norfolk Southern Railroad bisects the town into eastern and western sections and runs parallel to and just west of Main Street. This rail line provides freight service to the entire Delmarva Peninsula.

DART First State does not operate any public transit within Viola. The closest Park and Ride locations are located in Dover and Milford. There is a Park and Pool lot located in Canterbury available for those persons who participate in a car or vanpool. The lack of accessibility to public transit for Viola residents seems to support the Census 2000 figures that report 84.7% of those in the labor force drove alone to work, 0% used public transit to get to work, and 8.3% carpooled.

## **2-2.4 Community Facilities**

### *Town Government*

The official name of Viola's legislative body is the "Board of Commissioners". The board is composed of five members that serve two-year terms. If there are contested seats on the board then registered voters elect the board members in at-large elections with either two or three seats up for election every year. In the recent past, board member seats have typically been uncontested so elections have not taken place. The Commissioners select one from their membership to be President of the board and also appoint a secretary and treasurer.

The town also has an appointed Planning Commission of seven members that was formed for the purposes of completing this Comprehensive Plan. While this is currently their principal duty, the Planning Commission may take on additional responsibility as the comprehensive planning process moves into the implementation stage.

#### *Postal Service*

The U.S. Postal Service operates a post office in Viola at the intersection of Howard and Main Streets.

#### *Schools*

With the closing of Viola's schoolhouse, children residing in the Town of Viola now attend schools in the Lake Forest School District. Elementary age children attend Lake Forest North Elementary School in Felton. Viola's children in middle school then attend W.T. Chipman Middle School in Harrington. Finally, Lake Forest High School is located in Felton.

#### *Libraries*

There are no public libraries located in the Town of Viola. The closest public library to Viola is located just north of route 10 in Camden.

#### *Health Care*

The health care facilities closest to Viola are Kent General Hospital in Dover and Milford Memorial Hospital in Milford. Both of these facilities offer a full range of both inpatient and outpatient medical services.

#### *Parks*

The largest park facility in the Viola area is Killens Pond State Park. This park is complete with swimming, fishing, boating, and other recreational attractions.

#### *Churches*

The Viola United Methodist Church, moved to the town in 1885, is located on Church Street within town.

#### *Ruritan*

A local club of the Ruritan National community service organization is located just east of Viola's town limits. This organization promotes many community activities in the Viola area and its meeting place often accommodates community and government meetings.

### **2-2.5 Community Services**

The public questionnaire conducted in support of this comprehensive plan indicated that the majority of questionnaire respondents were generally satisfied with the quality of community services provided to Viola's residents.

#### *Public Safety*

The Felton Community Fire Company provides both fire and emergency medical services to Viola. In addition, Kent County Emergency Medical Services provides paramedic services within the entire county.

Viola does not have its own police force. Troop 3 of the Delaware State Police, the only state police troop in Kent County, provides police service.

#### *Trash Collection*

The Town of Viola contracts for trash removal service with Browning-Ferris Industries (BFI). Town residents are billed for this service on their tax bills.

#### *Social Services*

The closest State Service Centers are the James W. Williams State Service Center in Dover and the Milford State Service Center. Both locations administer a variety of social service and public health programs.

#### *Senior Services*

Senior centers nearby to Viola are located in both Dover and Harrington.

#### *Electric Service*

Delmarva Power & Light Co., a subsidiary of Conectiv, provides electric utility service to Viola's residents.

#### *Stormwater Management*

The Town of Viola is responsible for stormwater management within the town's limits. Traditionally, the church has been the drainage dividing point with water on each side of the church draining to a ditch on that side of the church. One of these ditches has been damaged. The town has contacted the Kent Conservation District and discussed the possibility of constructing two new ditches, this time using the railroad tracks as the drainage dividing point.

### **2-2.6 Identified Issues and Future Needs**

*Transportation Safety:* Traffic speeding through Viola on Main Street creates safety concerns for both pedestrian and automobile traffic in town. A variety of options to deal with this issue have been identified and discussed above. In order to maintain a safe and secure environment, the Town will need to address the issue of speeding in some manner.

*Stormwater Management:* Just over a quarter of respondents to Viola's public questionnaire indicated that they were not satisfied or were very unsatisfied with stormwater management in town. This finding highlights the need to either construct new drainage ditches or repair the existing drainage ditches in town.

*Water Supply and Wastewater Disposal:* Viola has three basic options to consider regarding water supply and wastewater disposal. First, the Town could pursue sewer service in the near-term and not take any immediate action on the provision of a central water system. Next, the Town could pursue the possibility of both sewer service and a central water system in the near-term. Finally, the Town could take no immediate action on the possibility of either central sewer or water service.

*Streetlights:* Many respondents to Viola's public questionnaire identified inadequate street lighting as an issue. The provision of adequate streetlights in Viola will help to improve pedestrian and automobile safety in town.

*Town Park:* Viola's public questionnaire revealed a significant demand for park uses within the town. The Town has at least examined the possibility of locating a park on the site of the old Viola Schoolhouse, along Howard Street. However, concerns over the ability to pay for liability insurance have stalled this process.

## **2-2.7 Recommendations**

*Work with DelDOT to Evaluate Transportation Safety Options:* The Town of Viola should work with DelDOT to identify the feasibility of various options to address speeding on Main Street through town. While competitive, grant monies are available for the purpose of changing streetscape appearance to address traffic issues through DelDOT's Transportation Enhancement Program. The Town should also investigate the possibility of contracting for speed enforcement along Main Street.

*Upgrade Stormwater Management Facilities:* Whether the Town decides to repair its existing ditches or construct new ditches; Viola will need to work with the Kent Conservation District through this process. The first step will be for Town representatives to meet with a Kent Conservation District drainage technician to discuss what actions the Town would like to take. The Town will then need to identify funding sources in order to undertake their desired action.

*Petition Residents Regarding Desirability of Sewer:* At their December 8, 2003 meeting, Viola's Planning Commission voted to recommend that the Town survey its residents regarding the desirability of sewer service in town and that the Town take no immediate action regarding the provision of central water service in town. It is recommended that the Town survey its residents on their feelings regarding sewer service and then, based on these findings, make the decision whether or not to initiate a more formal petitioning process that could result in Kent County's provision of sewer service to Viola.

*Upgrade Streetlights as Feasible:* In order to address public concern, the Town should first attempt to determine where residents feel that streetlights in town are inadequate. The Town should then investigate the cost of upgrading streetlights and perform upgrades as funds become available.

*Explore Park Partnership and Funding Opportunities:* It is clear that many residents would like for a park to be located within Viola's limits. With the realization that Viola may not be able to support such a venture on its own, the Town should attempt to form a partnership with other governmental and civic entities in order to advance the prospects of a park. Partners to consider should include, but not be limited to the following: DNREC, Kent County, the Ruritan, and the Delaware Department of Agriculture's Delaware Forest Service and Urban and Community Forest Program.

## **2-3 Community Character and Design**

Viola's location along the railroad and amidst agricultural areas has largely influenced the town's pattern of development. The town of Viola remains a small community with evident agricultural and railroad influences. The results of this plan's public participation process

indicated that there was a strong desire among residents to preserve Viola's existing, small-town atmosphere.

In the summer of 2002, the Delaware State Historic Preservation Office (SHPO) identified a potential historic district in Viola. This district, encompassing a sizable portion of the town's land area, was considered eligible for National Historic Register listing based on the architectural significance of its buildings dating from the late 19<sup>th</sup> to mid 20<sup>th</sup> century, and for the district's historic role as a commercial hub for surrounding farmland. SHPO's evaluation of the district's eligibility also described this portion of the town as a "well preserved example of a small Kent County town that developed along the railroad line."

The railroad and Main Street run parallel to each other and divide the town into eastern and western portions. Howard Street and Evens Road run east to west through town, perpendicular to Main Street and the railroad. The remaining streets in Viola are side streets and alleyways confined to the area south of Howard Street and east of the railroad. Sidewalks line the east side of Main Street. While sidewalks are not prevalent throughout the rest of town, the lack of significant traffic on most streets in town allows for a fairly pedestrian friendly environment.

Residential uses characterize the majority of the parcels in town. All of the houses in town are of the single-family, detached variety. Reflective of Viola's agricultural heritage, parcel sizes in town indicate a fairly low residential density of approximately 2.5 dwelling units per acre. There are also several large working agricultural parcels in town. The few parcels in town that are not used either residentially or agriculturally include the post office on the corner of Howard and Main Streets and the Viola United Methodist Church.

Viola is located on a relatively flat tract of land, just west of U.S. Route 13. No wetlands have been delineated within the Town, however, the entire town lies within an area identified as having excellent recharge potential (See *Map 5. Recharge Area and Floodplain*). The town is located within the boundaries of the Murderkill River Watershed. Due to high nutrient and bacteria levels, DNREC has identified this segment as quality-limited water. Section 303(d) of the Clean Water Act requires the determination of Total Maximum Daily Loads (TMDLs) for quality-limited waters. A TMDL is the maximum amount of a pollutant that a waterbody can assimilate and still maintain a sufficient level of water-quality. The TMDL for the entire Murderkill River, promulgated in 2001 by DNREC, is 966.3 pounds per day (lbs/d) for nitrogen, 123.3 lbs/d for phosphorus, and 672.1 lbs/d for oxygen consuming compounds.

### **2-3.1 Identified Issues and Future Needs**

*Zoning Code:* The Town of Viola does not currently have an adopted zoning code. If the town wishes to exercise zoning control, Title 22, Section 702 of the Delaware Code requires that the town revise its zoning to reflect the future land use section of this plan within eighteen months of plan adoption. A zoning code is an important measure that can help to maintain Viola's community character by specifying permitted uses and intensity of uses within the town.

*Historic character:* Delaware's State Historic Preservation Office has identified an area in Viola as potentially eligible for listing on the National Register of Historic Places. Listing this district as a national historic district would likely increase town and area residents' knowledge of Viola's

historic character while not placing restrictions on the actions that homeowners in that district may undertake. Additionally, properties listed on the National Register of Historic Places are eligible for a variety of financial incentives in the form of federal, state, and county historic preservation tax credits and grants.

*Excellent Recharge Area:* The entire area of the town has been identified as an excellent ground-water recharge area by DNREC. This designation means that this area has properties that allow for the best ability to transmit water from the surface to the water table. Particularly since all of the town's residents rely on individual wells, it is important to protect these areas so that ground-water will be properly replenished.

*Murderkill River TMDL:* Water quality monitoring performed by DNREC has shown that the waters of the Murderkill River and several of its tributaries and ponds are impaired as the result of low dissolved oxygen and high nutrients. Low concentrations of dissolved oxygen are harmful to fish, shellfish, and other aquatic life. Excessive nutrient levels can result in decreased water clarity, reduced diversity of native species of plants and animals, and possible human health effects. The Murderkill River TMDL calls for reductions in both point and non-point sources of pollution in the watershed. While there are no point sources of pollution in Viola, the mandated reduction of non-point source pollution will impact Viola.

### **2-3.2 Recommendations**

*Develop and Adopt Zoning Code:* With the goal of maintaining Viola's small-town atmosphere, the town should adopt a zoning code as soon as possible following this plan's adoption. As specified in the Delaware Code, this zoning code should be consistent with those uses laid out in the future land use section of this plan. Viola's general community character should be respected while drafting a zoning code. Viola's zoning code should allow for uses, practices, and intensity of uses in keeping with existing conditions. In light of the fact that Viola's entire area has been identified as an excellent ground-water recharge area, the Town should consider drafting their zoning code to allow for no more than 20% impervious surface cover within Viola. Finally, as wellhead protection areas for the public water supply wells within the Certificate of Public Convenience and Necessity service area of the Town of Viola are delineated and assessed, these areas should be addressed in the Town's zoning code.

*Assess Residents' Opinions Regarding Historic Assets:* The Town of Viola should attempt to assess resident opinion regarding Viola's historic character. This assessment could be accomplished through informal means, or in a manner similar to the public questionnaire conducted for this plan. One consideration of this assessment should be whether or not the Town wishes to pursue the listing of Viola's potentially eligible district on the National Register of Historic Places. If strong public support for protecting Viola's historic resources was discovered, then the Town may consider the future step of adopting an historic overlay zoning district to provide an additional layer of protection for historic structures in town. For help in exploring these matters, the Town should obtain assistance from Delaware's State Historic Preservation Office.

*Compliance with TMDLs:* The Town of Viola should coordinate with DNREC in an effort to comply with the forthcoming TMDL regulation of the Murderkill River Watershed. In

particular, Viola's coordination efforts should be aimed at reducing its non-point source pollution including runoff from agricultural areas, septic tank effluent, and ground water discharges. The Town could consider adopting Best Management Practices that will reduce non-point source nutrient loads. These include creating riparian buffers along waterways and ditches and better managing the use of fertilizers. Furthermore, the Murderkill Tributary Action Team, a diverse group of citizens and state and county officials, is drafting a Pollution Control Strategy to achieve non-point source TMDL requirements. It is suggested that Viola become involved with the actions of this team.

## **2-4 Redevelopment**

No pressing redevelopment issues have been identified in the Town of Viola. Houses in town are generally well maintained. With the presence of existing problems at a minimum, Viola's redevelopment strategy should be focused on a proactive approach that seeks to address issues before they become pressing concerns.

### **2-4.1 Identified Issues and Future Needs**

*Older Housing Stock:* According to the U.S. Census 2000, a significant portion of the houses in Viola was constructed prior to 1940. The age of the housing stock could create maintenance concerns. Older homes are generally associated with an increased need for and greater expense related to maintenance.

### **2-4.2 Recommendations**

*Remain Attentive to Condition of Housing Stock:* To date, Viola's older housing stock has not created significant concerns. It is important that the Town continues to ensure a sound housing stock for its residents. If new problems in property upkeep are observed, the Town should consider coordinating with Kent County to inspect properties in Viola. If a problem became more widespread and residents were increasingly unable to pay for needed repairs, Viola could consider contacting the Delaware State Housing Authority for assistance.

## **Chapter 3 Implementation**

### **3-1 Zoning Ordinance Development, Adoption, and Administration**

The primary recommendation of this plan is that the Town of Viola develops, adopts, and begins to administer a zoning ordinance as soon as possible. The Office of State Planning Coordination has been working with the University of Delaware's Institute for Public Administration to develop a template for municipal zoning ordinances. This template should be completed by the time that Viola adopts this plan. The Town can then begin working with the Office of State Planning Coordination to tailor the template in a manner that respects Viola's existing lot sizes and uses and practices and is consistent with the future land use portion of this plan. Once this has been completed, Viola's Board of Commissioners can adopt a zoning ordinance.

Kent County has informally committed to assist with the administration of Viola's zoning ordinance. This arrangement should be formalized so that both the Town and County are clear about their role in this relationship.

### 3-2 Summary of Recommendations and Actions

In addition to the need to develop and adopt a zoning ordinance, numerous recommendations have been made throughout this plan. These recommendations are listed below and discussed in detail in the appropriate sections of this plan.

*Work with DelDOT to Evaluate Transportation Safety Options*

*Upgrade Stormwater Management Facilities*

*Petition Residents Regarding Desirability of Sewer*

*Upgrade Streetlights as Feasible*

*Explore Park Partnership and Funding Opportunities*

*Assess Residents' Opinions Regarding Historic Assets*

*Remain Attentive to Condition of Housing Stock*

*Compliance with TMDLs*

### 3-3 Coordination

In order to effectively implement this plan, the Town of Viola will need to coordinate its action with and seek assistance from various organizations. The details of the need for this coordination have been discussed throughout the plan. The coordination efforts necessary for Viola's plan implementation are summarized in Table 10.

**Table 10. Summary of Necessary Coordination Efforts.**

<b>Organization</b>	<b>Associated Implementation Task(s)</b>
DelDOT	Evaluate Transportation Safety Options
Delaware Department of Agriculture	Explore Park Funding and Partnership Options
DNREC	Explore Park Funding and Partnership Options, Compliance with TMDLs
Kent Conservation District	Upgrade Stormwater Management Facilities
Kent County	Administer Zoning Ordinance, Explore Possibility of Sewer Provision, Explore Park Partnership and Funding Opportunities
Murderkill Tributary Action Team	Compliance with TMDLs
Office of State Planning Coordination	Develop and Administer Zoning Ordinance
State Historic Preservation Office	Assess Resident Opinions Regarding Historic Assets
Various civic organizations	Explore Park Partnership and Funding Opportunities



**Appendix A: Maps**

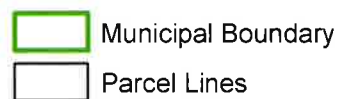
- Map 1. 2002 Orthophoto and Town Boundary
- Map 2. Current Land Use
- Map 3. State Strategies and Sewer District
- Map 4. Future Land Use and Annexation Areas
- Map 5. Recharge Area and Floodplain
- Map 6. Area of Concern



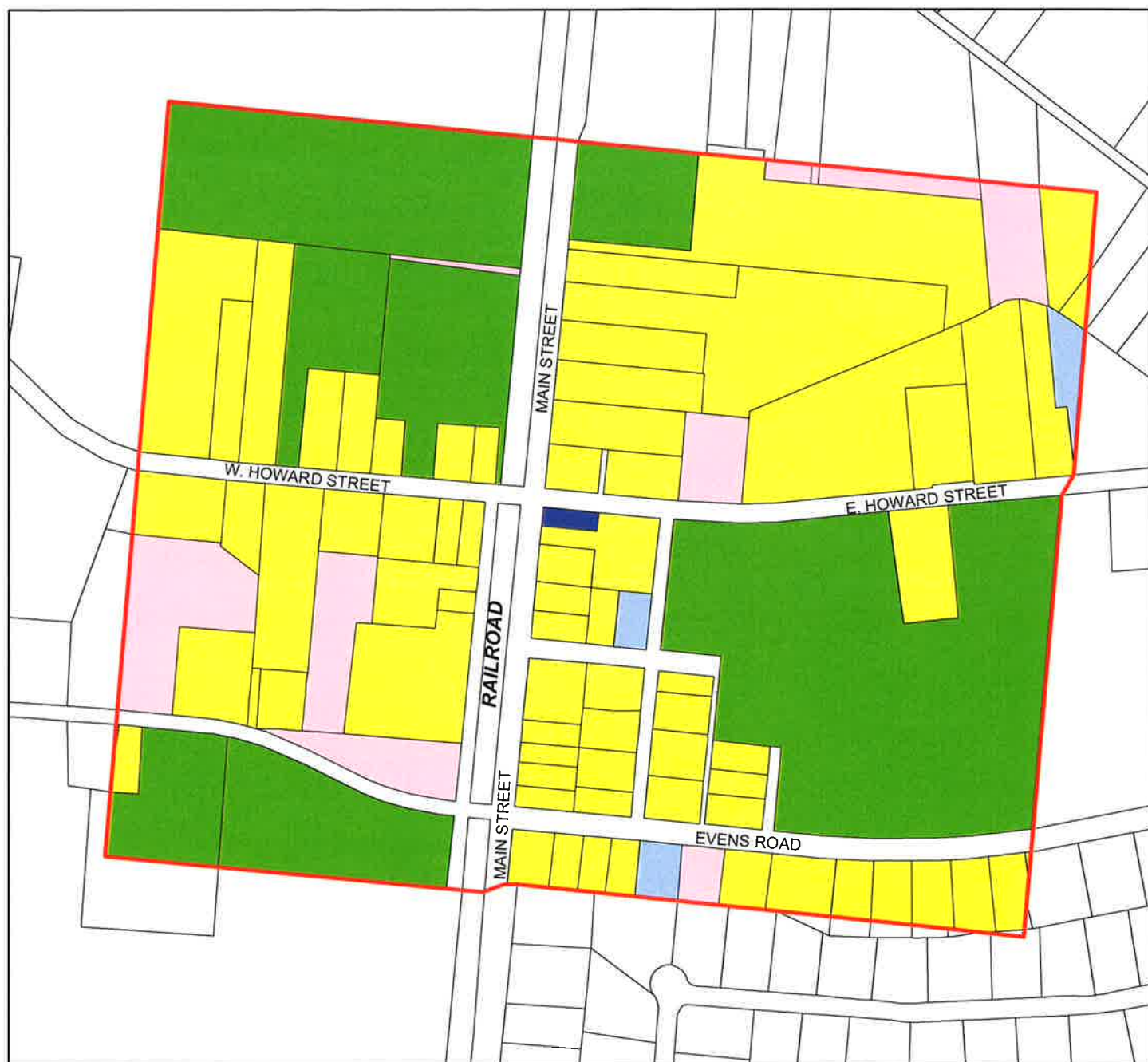
**Map 1- 2002 Orthophoto and  
Town Boundary Map**

NOTE: This map is not to scale and is for informational purposes only.

Map Prepared By: Kent County Department of Planning Services/GIS Section  
Date: December 19, 2003







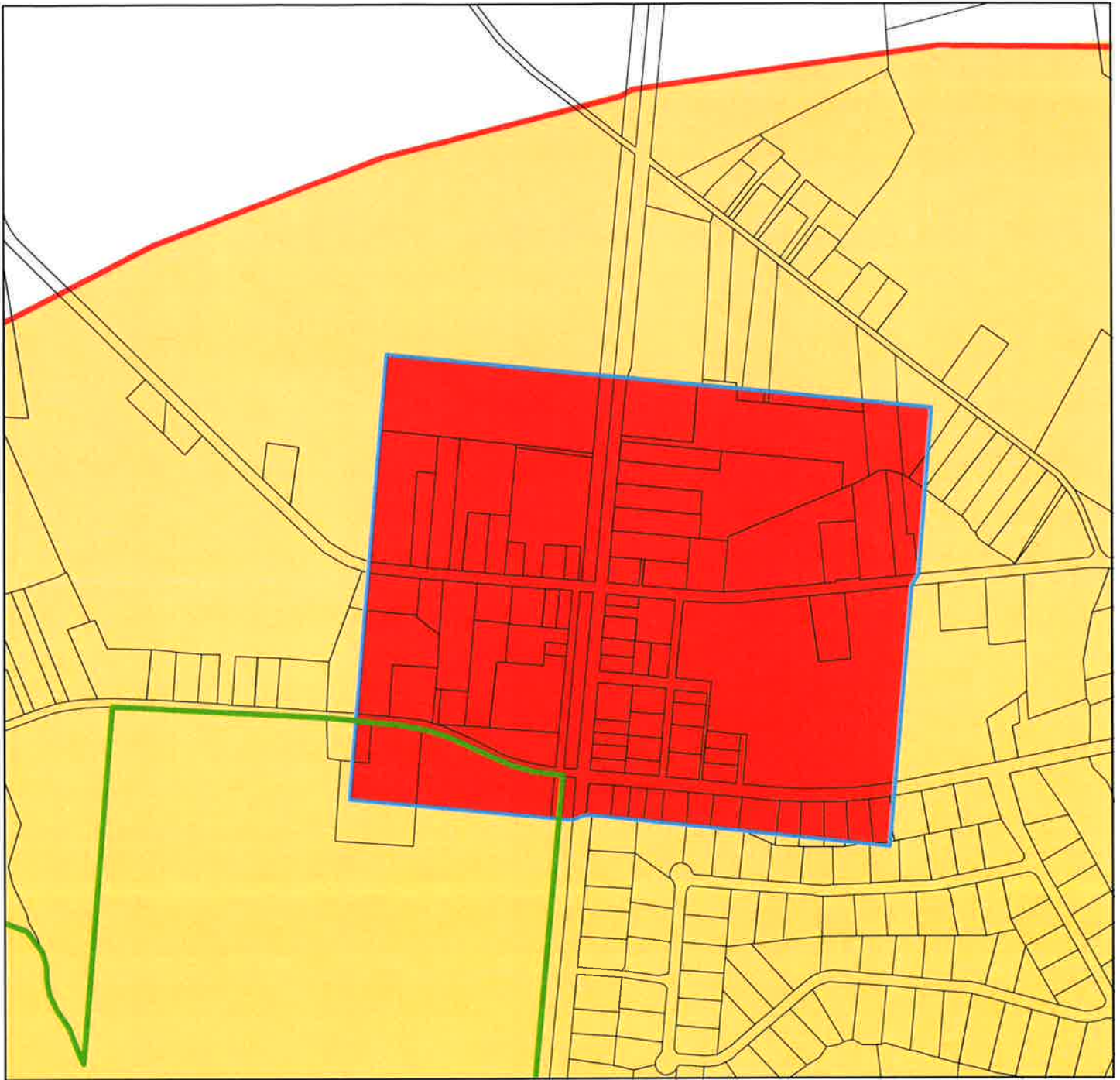
**Map 2- Current Land Use Map**

- Municipal Boundary
- Parcel Lines
- AGRICULTURAL
- GOVERNMENTAL
- RESIDENTIAL
- SEMIPUBLIC
- VACANT









NOTE: This map is not to scale and is for informational purposes only.

Map Prepared By; Kent County Department of Planning Services/GIS Section

Date: December 19, 2003



**Map 3- State Strategies and Sewer District Map**

-  Kent County Sewer District Boundary
-  Municipal Boundary
-  Parcel Lines
-  Growth Zone Boundary
- State Strategies**
-  Community
-  Developing Area
-  Rural
-  Secondary

NOTE: This map is not to scale and is for informational purposes only.

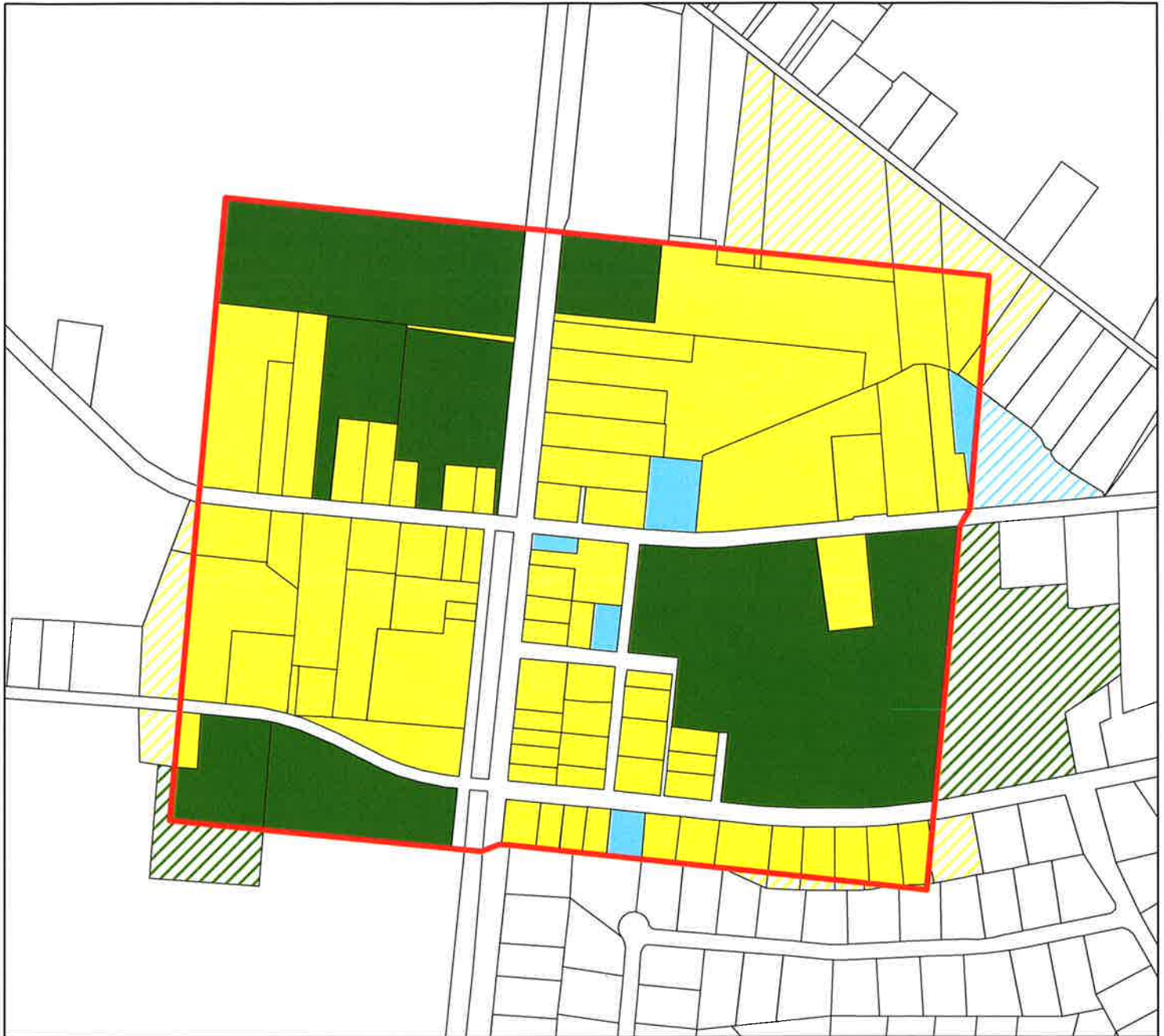
Map Prepared By: Kent County Department of Planning Services/GIS Section

Date: December 19, 2003



# ***TOWN OF VIOLA***

## ***Kent County, Delaware***

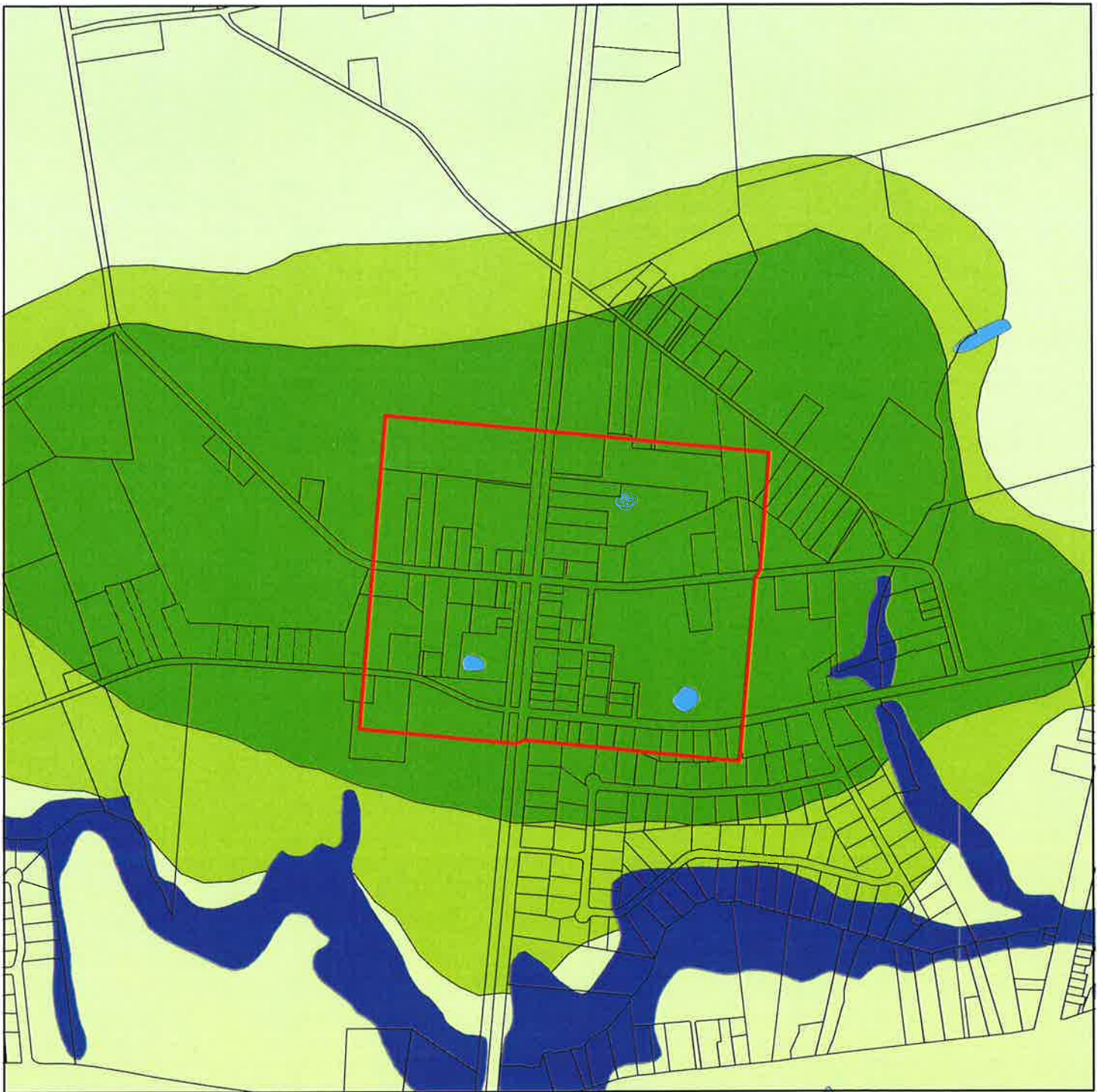


**Map 4- Future Land Use and Annexation Areas**

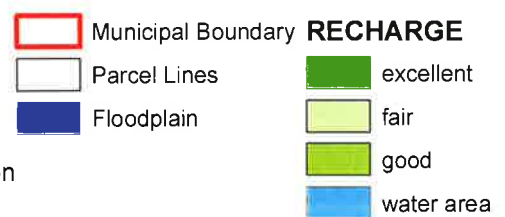
NOTE: This map is not to scale and is for informational purposes only.

Map Prepared By: Office of State Planning Coordination  
Date: December 22, 2003





**Map 5- Recharge Area and Floodplain Map**



NOTE: This map is not to scale and is for informational purposes only.

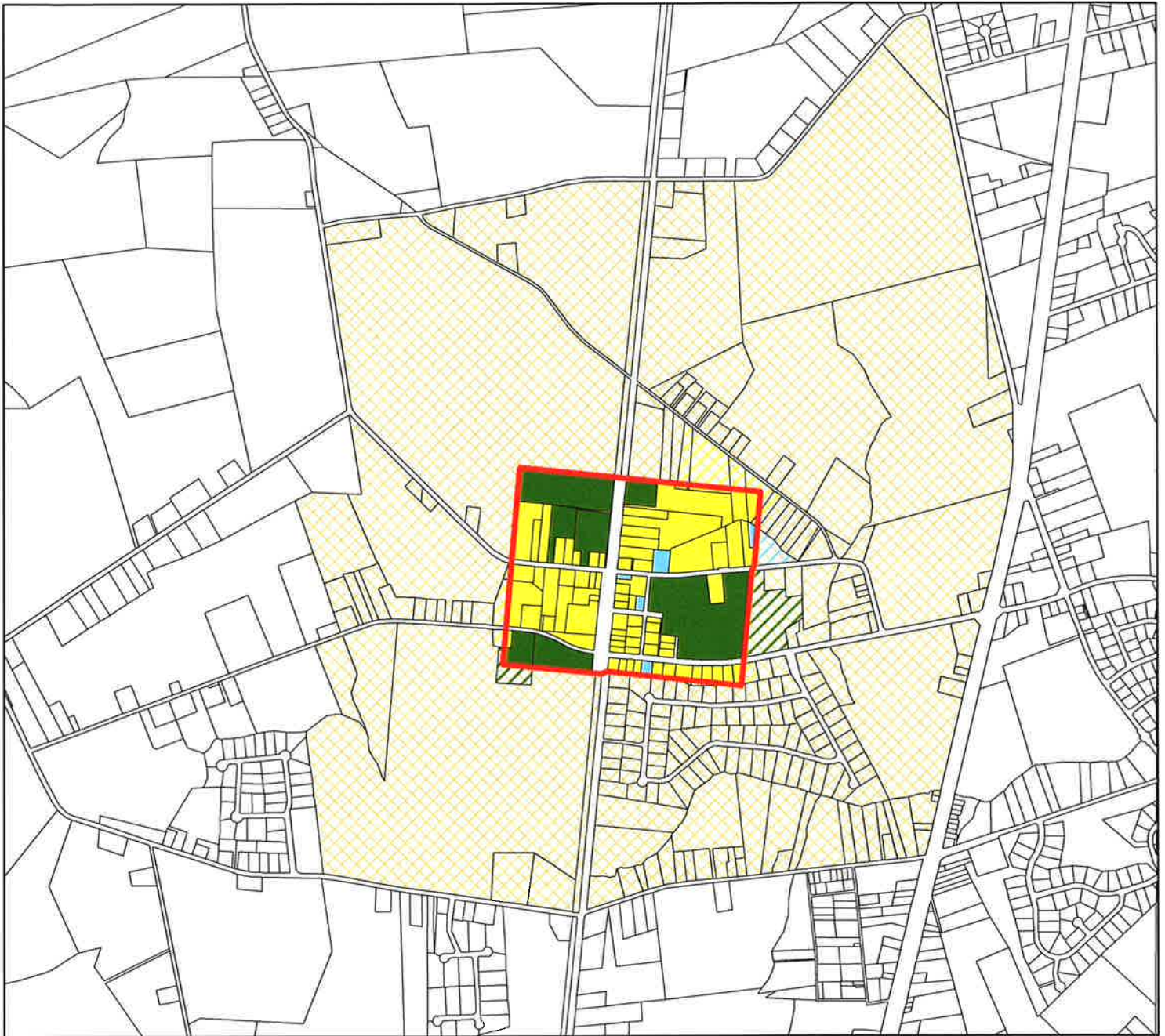
Map Prepared By: Kent County Department of Planning Services/Gis Section

Date: December 19, 2003



# TOWN OF VIOLA

## Kent County, Delaware



**Map 6- Area of Concern**

NOTE: This map is not to scale and is for informational purposes only.

Map Prepared By: Office of State Planning Coordination  
Date: December 22, 2003

